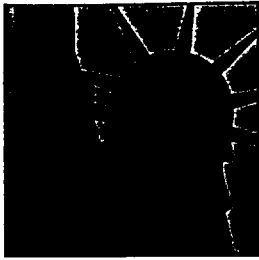


Strategic Plan

Toward INS 2000
Accepting the Challenge



U.S. Immigration and Naturalization Service
Office of Policy and Planning



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Message to Employees

It is with pride and great satisfaction that I share with you *Toward INS 2000*—the INS Strategic Plan. This plan is the product of an effort that involved INS employees from all over the country and all parts of the organization as well as INS stakeholders. During recent years, there have been several major pieces of immigration legislation providing new mandates and new resources. These changes present INS with unprecedented challenges and opportunities.

The INS Strategic Plan presents a blueprint for reform intended to take INS into the next century as a professional, modern agency. The strategic directions outlined in this plan are already guiding policy reviews, budget formulation, and annual priorities. They will continue to do so. I believe this document truly represents a shared vision of the INS of the future. I look forward to continuing to work with you as we accomplish the goals and objectives established in the INS Strategic Plan.

Doris Meissner
Commissioner
November 2, 1994



Strategic Planning at INS

In the spring of 1993, INS committed to a strategic planning process that would provide a framework for the integrated development of programs and a shared vision of the future to guide decision making. In June 1993, INS held a Strategic Planning Conference, the first such gathering in more than a decade. All top INS Headquarters and field managers attended. Using a format of structured open discussion, more than 70 issues were raised as strategic issues facing the agency over the next decade. By the end of the Conference, participants had thoroughly discussed, analyzed, and consolidated the list of issues into 15 top-ranked and 40 supporting issues.

A Strategic Planning Working Group, comprised of a cross section of INS program representatives and managers, was established to guide development of the first INS strategic plan. The Planning Group further consolidated the issues into eight broad areas. Teams of Headquarters and field staff with particular interest and expertise in these areas were then formed to analyze the issues. Planning Group members served as facilitators for the teams.

The eight planning teams developed goals, objectives, and alternative strategies for each key issue area. The results of this work were then circulated throughout INS for review and comment. INS also solicited external views from experts with a broad spectrum of backgrounds and perspectives on the issues facing the Service over the next decade. A Stakeholders Conference was conducted for 75 participants from Congressional staffs, universities, law firms, other Federal agencies, and immigration interest groups. The issues raised by the participants at this Conference provided valuable insights and validated the issues identified earlier at the INS Strategic Planning Conference. The Stakeholders Conference was invaluable in that it solicited input from experts from a broad spectrum of backgrounds and perspectives and opened lines of communication between INS and these persons.

In the spring of 1994, the team leaders presented their recommendations for future strategic directions to the INS Executive Staff. This Strategic Plan is based on the work of literally hundreds of people dedicated to the immigration and naturalization mission.



Commissioner's Vision for INS

"Our vision for the agency incorporates the following critical points:

- Make INS a model of professionalism through high standards of conduct, clear policy objectives, proper training, and modern technology.
- Use control with compassion in the administration and enforcement of immigration law.
- Be a source of innovative immigration policy leadership."

*—Commissioner Doris Meissner
Message to all INS employees
October 22, 1993*

"Our vision . . . calls for an agency whose effectiveness helps defuse the tensions that inherently surround immigration processes. We live in a world where international migration pressures will intensify and are becoming issues of significant global concern. In the face of these pressures, generous immigration policies can persist only if the public has confidence in the Government's ability to admit people according to rules that are fair but firm. INS' performance and capabilities play a central role in building and maintaining that public confidence."

*—Commissioner Doris Meissner
Swearing-In Remarks
November 23, 1993*

"INS . . . (must) reinvent itself, to rethink the way we approach our tasks and missions, so that we meet the organizational challenges of a future where effectively administering the Nation's immigration system has become a key national priority . We must actively strive to overcome we-they attitudes, work hard to build trust in our daily transactions with each other, and begin to function as a team "

*—Commissioner Doris Meissner
Reorganization Message,
February 1, 1994*

“As long as I have been working with immigration issues there has been a debate over the compatibility of INS' service and enforcement missions. Many have said that these two forces are contradictory and incompatible within a single agency. . . I see the service and enforcement components as mutually supportive parts of effective regulation of immigration processes. It is the responsibility of every INS employee to take this attitude in the accomplishment of his or her work. We must remember that behind every case is a human being, and that ultimately our customer is also the American public and the good of the Nation ”

—*Commissioner Doris Meissner*
Testimony before the
Senate Judiciary Committee
June 15, 1994



INS Mission

The mission of the Immigration and Naturalization Service, an agency of the Department of Justice, is established by the Immigration and Nationality Act, as amended, which charges the Attorney General with the administration and enforcement of its provisions and other laws relating to the immigration and naturalization of noncitizens. The Attorney General has delegated authority to the Commissioner of the Immigration and Naturalization Service to carry out national policy which provides for selective immigration and for controlled entry and stay of nonimmigrants in order to promote the reunification of families, entry of immigrants possessing needed skills, temporary admission of specific classes of noncitizens, and refuge from persecution.

The mission of the Service is to determine the admissibility of persons seeking entry and to adjust the status of and provide other benefits to legally entitled noncitizens within the country with proper regard for equity and due process. This includes assistance to those who seek permanent resident status and those who wish to become citizens through naturalization.

It is the responsibility of the Service to ensure appropriate documentation of aliens at entry, to deny entry to those who are not legally admissible whether they attempt to enter through ports-of-entry or surreptitiously across the border, and to determine the status of those in the country. The Service is also responsible for deterring illegal entry and stay, including enforcement of criminal provisions against those who act or conspire to promote such entry and stay. Further, it is the responsibility of the Service to detect, apprehend, and remove those noncitizens whose entry was illegal, whether undocumented or fraudulent, and those found to have violated the conditions of their stay.



Planning Assumptions

Trends in the International Movement of People

Economic, demographic, and political pressures worldwide will result in continued growth in the number of international migrants seeking to come to the United States.

- Although the rate of global population growth has slowed in recent years, high growth rates are likely to continue in many developing countries. This population is young—half is currently under the age of 20. Inadequate employment prospects for these young people in many countries will increase migration to nations with greater opportunities.
- The movement from rural to urban areas throughout the world often facilitates international migration through increased exposure to information about better conditions in other countries and transportation which provides the means to migrate.
- Increasing interrelationships and interdependencies of world economies will continue the need for expedited international travel and exchange.
- Although the North American Free Trade Agreement (NAFTA) is expected to reduce unlawful migration from Mexico in the long run, it is likely to be more than a decade before the Mexican economy can provide the jobs needed by the expanding labor force. In the short term, NAFTA may stimulate unlawful migration because of resulting Mexican job displacement, particularly in agriculture.
- As a result of increased international migration over the last quarter decade, the United States is becoming a more diverse society. Although as a Nation we are becoming more comfortable with this diversity, intergroup tensions may arise as new relationships are being formed.

Trends in the U.S. Economy

Although significant restructuring will occur within the U.S. economy, it will remain strong relative to other nations' economies.

- The U.S. population in the 20- to 34-year-old prime labor force entry ages will drop by 8.5 million by the year 2000
- Demand for skilled workers is expected to increase as economic growth continues to be strongest in areas of high technology.
- The continued concentration of international migrants in relatively few locations will continue to have disparate local economic impacts.

Organizational and Administrative Environment

- Technology will continue to change at unprecedented rates enabling faster transmission of information and far greater capabilities for administrative and operational purposes. Significant growth in the use of new information technologies will occur within the Service.
- Emphasis on interagency coordination and cooperation will continue over the next decade. This implies more effective relationships with foreign governments on the international level, with other Federal agencies at the national level, and with police, courts, U.S. Attorneys, benefit agencies and others at the state and local levels.

Workload Projections/Budget and Staffing Assumptions

The above assumptions signal increases in the projected workload for INS in virtually every program. The current emphasis on containing Federal spending and increasing streamlining will continue. Resource requests will be scrutinized against demonstrated performance and competing Government priorities.

Public and Legislative Environment

Heightened public concern with immigration issues will continue.

- There will be significant pressure from the public, as well as from the Legislative and Executive Branches, to provide accurate, timely, and comprehensive information relating to immigration and its effects on the Nation
- Public attitudes toward immigration will remain mixed. There will be greater pressure from some segments of the public—particularly in states most heavily impacted by illegal immigration—for further restrictions on entry and intensified efforts to reduce the size of the illegal alien population entering and remaining in this country
- Pressure for improved INS services will increase, especially from the Congress, immigration-impacted states and employers with international business interests



Strategic Directions

Eight major strategic directions emerged from the planning process. They constitute the key principles which guide decision and policy making within INS.

Facilitate Compliance with Immigration Laws

INS will simplify and streamline its processes to make it easier for applicants for immigration and nationality benefits, as well as employers and others, to comply with immigration laws. In particular, this requires timely and straightforward procedures, fair and consistently applied decisions, and public understanding of immigration requirements

Deter Unlawful Migration

INS will deter unlawful migration through concentrated enforcement activities, establishing disincentives in the workplace, enhancing the security of INS documents, and coordinating interagency actions to deter immigration-related fraud. This must include heightened international cooperation to establish overseas deterrence and responses to the root causes of unlawful migrations.

Reinvent INS Work Processes

INS will reinvent its work processes, using modern technology to increase workforce productivity and to improve service to the public. Examples include creation of paperless processes, automated information dissemination and case tracking systems, and building computer links between INS and other immigration-involved entities

Build Partnerships to Manage the Immigration System

INS initiatives will be based on integrated program activities, and INS will reach out to develop productive alliances with other organizations and agencies at other levels of government as well as in the community at large. These internal and external partnerships will strive for seamless processes and coordinated approaches to manage the Nation's immigration system

Promote Professionalism

INS will foster professionalism by insisting upon high standards of conduct that ensure accountability to the public, proper training, modern technology, and hiring and promotion practices that result in a workforce that reflects the diversity of the American workforce.

Carefully Collect and Communicate Immigration Information

INS will place new emphasis and priority upon its role as repository of the Nation's records on immigrants, visitors, and illegal entrants. The agency's records and information are the source of critical data for individuals seeking services from INS and for clearer insights into broad immigration trends and developments. INS will build high standards of accuracy, timeliness, and analytic flexibility into its handling of immigration records and information and will take a leadership role in using its information resources to improve customer service and public understanding of immigration matters.

Concentrate Resources

INS will concentrate resources in areas where the workload, or vulnerability to the integrity of our Nation's immigration policies, is greatest. This requires allocating resources on the basis of risk assessment, using resource multiplying technology, and flexibility in the face of changing circumstances

Measure Effectiveness

INS will improve the effectiveness of its programs by focusing on results, including quality of service and public satisfaction. By measuring results rather than levels of activity, INS will ensure continuous progress in accomplishing its goals and objectives



INS Program Goals and Objectives

INS program goals and objectives for accomplishing its mission are based on the following eight issue areas:

Border Control and Facilitation

INS will regulate entry to the United States in a manner that facilitates lawful travel and commerce while ensuring border integrity.

Integrated Enforcement

INS will have a balanced, integrated enforcement approach to expedite identification, apprehension, and removal of illegal aliens.

Disincentives for Unlawful Migration

INS will maximize deterrents to unlawful migration by reducing the incentives of unauthorized employment and entitlements and use of fraudulent documentation.

INS Benefits and Service

INS will deliver services in a manner which shows we highly value our public. Services will be timely, consistent, fair, and of high quality.

Effective Workforce

INS will develop a motivated, well-trained, and diverse workforce.

Resource Management

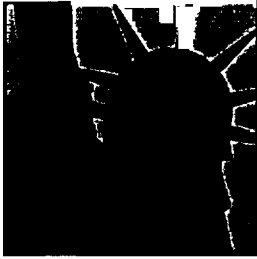
INS will manage resources to accomplish our mission effectively, using results-oriented workload and productivity measures.

Policy Leadership

INS will develop and maintain a leadership role with respect to policy decisions on migration issues

Application of Technology

INS will use ADP and other emerging technologies to support an efficient, effective, and integrated operational environment



Issue:

Border Control and Facilitation

Goal:

Regulate entry to the United States in a manner that facilitates lawful travel and commerce while ensuring border integrity.

Objective:

Facilitate legal entry through technology and innovative approaches.

INS Will:

- Assess and expand techniques and technologies that facilitate secure entry
- Simplify and streamline the inspections process by reducing and eliminating paperwork.
- Pursue cost effectiveness, efficiency, and use of overseas activities to deter unlawful migration and facilitate legal migration.

Objective:

Prevent the entry of inadmissible migrants by increasing and concentrating resources at the major foreign problem sources, Ports-of-Entry, and border points.

INS Will:

- Identify strategic locations and resources which will have maximum impact on preventing entry of inadmissible migrants.
- Use technology to identify repeat offenders, terrorists, criminal aliens, and other groups of concern.
- Design comprehensive border protection programs that encompass land borders, Ports-of-Entry, airports, and consulates overseas

Objective:

Deter illegal entry through the effective use of detention and expeditious removal.

INS Will:

- Expand direct repatriation worldwide.
- Develop plans for sufficient detention space and its optimal use to ensure that deportable/inadmissible immigrants are removed from the United States.
- Use technology to manage detention space and track detained migrants.
- Work with the Executive Office for Immigration Review for the timely removal of aliens in proceedings.

Objective:

Pursue an ongoing campaign to ensure support for border control efforts.

INS Will:

- Establish an agency commitment to effective Congressional and media relations.
- Promote a positive position on immigration policies and issues through Servicewide communication of information



Issue:

Integrated Enforcement

Goal:

INS will have a balanced, integrated enforcement approach to expedite integration, apprehension, and removal of unlawful migrants.

Objective:

Institute an enforcement planning process that encompasses the range of activities across program lines that are critical to identify, apprehend, and remove unlawful migrants.

Objective:

Develop, recommend, and aggressively pursue legislation and implement regulations which enable INS to effectively enforce the Immigration and Nationality Act.

INS Will:

- Continuously identify and assess immigration issues worldwide and Servicewide to develop an integrated national enforcement strategy for all INS programs. This strategy will complement the goals of the overall Federal law enforcement strategy.
- Distribute resources in accordance with a comprehensive enforcement plan.
- Continually analyze and improve enforcement policies, procedures and processes, considering their impact on all INS programs.

INS Will:

- Take leadership in shaping immigration legislation.
- Provide education and information to government and nongovernment entities and special interest groups which will encourage support of the national enforcement strategy
- Implement regulations and policies in a timely manner, consistent with legislation, to accomplish enforcement strategies.

Objective:

Provide state-of-the-art technology to ensure identification, apprehension, and removal of unlawful migrants.

INS Will:

- Use a single integrated information base, accessible to all programs, to facilitate identification, apprehension, detention, and removal of unlawful migrants.
- Support requests for technology resources with accurate and reliable enforcement data.
- Rely on a properly funded process for research and development, maintenance, and replacement of systemwide technology and infrastructure.



Issue:

Disincentives for Unlawful Migration

Goal:

INS will maximize deterrents to unlawful migration by reducing the incentives of unauthorized employment and entitlements and use of fraudulent documentation.

Objective:

Prevent aliens from engaging in unauthorized employment or receiving unauthorized benefits.

INS Will:

- Coordinate sanctions enforcement efforts with other agencies
- Reduce the number of INS documents used for employment authorization to one or two
- Increase INS enforcement of sanctions and document fraud through targeted enforcement in high-density unauthorized employment areas.

Objective:

Maintain a broad public education effort to provide the public with a better understanding of immigration and the importance of effective administration of immigration laws.

INS Will:

- Educate the public about immigration history, trends, and laws through an active public affairs program.
- Provide employers with the information and tools to allow them to comply with the law.
- Enlist support for immigration law administration through expanded liaison and information efforts with the greater law enforcement community

Objective:

Maintain technologically appropriate systems that provide reliable, controlled, and convenient employment and entitlement eligibility verification.

INS Will:

- Establish an accessible, timely, and reliable automated system to document the current status of all aliens.
- Use information from automated systems to guide resource allocation.
- Explore with other agencies an automated verification system for use by employers for employment eligibility of all workers.

Objective:

Ensure that INS policies and regulations do not create incentives for unlawful migration and propose statutory changes to further address unlawful migration.

INS Will:

- Review internal policies to ensure that they do not encourage unlawful migration.
- Identify and introduce changes to present statutory authority as needed.



Issue:

INS Benefits and Service

Goal:

INS will deliver services in a manner which shows we highly value our public. Services will be timely, consistent, fair, and of high quality.

Objective:

Deliver high-quality benefits and services to the public.

INS Will:

- Complete automation of all Service Centers and local offices, including development of artificial intelligence capabilities.
- Adjudicate cases in the most appropriate environment—full or partial automation or intensive officer review—to achieve accurate results in an efficient, fair manner

Objective:

Provide high-quality support services to all INS units.

INS Will:

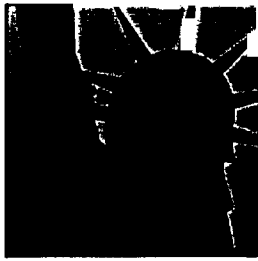
- Improve support services delivery processes.
- Allocate resources to improve support service delivery.

Objective:

Apply new technologies to adjudications processing, as appropriate, to achieve consistent, high quality, timely decisions.

INS Will:

- Develop an educational and marketing program on INS services and benefits
- Establish a permanent customer service improvement program
- Provide the public with one-stop, user-friendly service



Issue: **Effective Workforce**

Goal:

INS will develop an effective, motivated, well-trained, and diverse workforce.

Objective:

Maintain an organizational culture that promotes trust, participation, communication, and accountability, and encourages teamwork and employee empowerment.

INS Will:

- Establish and train employee quality councils.
- Implement integrated planning and coordination systems which cross jurisdictional lines and establish clear accountability for results.
- Balance employee empowerment and accountability.
- Implement a communications system which solicits and responds to feedback from employees and the public on an ongoing basis.

Objective:

Develop an effective, diverse workforce through targeted recruitment and hiring, clearly defined and communicated career paths, and continuing commitment to employee training and career development.

INS Will:

- Ensure that entry-level selections reflect the diversity in society.
- Achieve diversity at all levels and in all occupations
- Establish career paths for all major occupational groups
- Provide continuous development to increase employee effectiveness in current and future assignments



Issue:

Resource Management

Goal:

INS will manage resources to accomplish our mission effectively, using results-oriented workload and productivity measures.

Objective:

Manage all resources on a Servicewide basis, reflecting the integration of INS responsibilities, and ensuring maximum management flexibility and accountability.

INS Will:

- Focus on program results as the basis for budget planning and resource allocations.
- Entrust managers with resources and authority and hold them accountable for achieving specific program objectives.

Objective:

Use a set of workload and productivity measures which are needed to formulate immigration policy and are used to allocate resources and recognize the most effective processes.

INS Will:

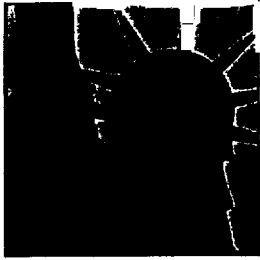
- Identify workload, productivity, and quality measures that can be used to measure success in achieving program goals and in formulating immigration policy.
- Allocate resources based on these measures

Objective:

Use integrated systems to support all INS financial responsibilities and management requirements for workload, productivity, financial, and payroll data.

INS Will:

- Use a single integrated Financial Management System that facilitates resource allocation and fee setting
- Capture workload, productivity, and quality data through systems that support work processes
- Support quality decision-making through integrated links in all INS automated systems



Issue:
Policy Leadership

Goal:

INS will develop and maintain an leadership role with respect to policy decisions on migration issues.

Objective:

Obtain accurate, precise, detailed, and timely information for policy and opinion formation, supported by enhanced information management systems.

INS Will:

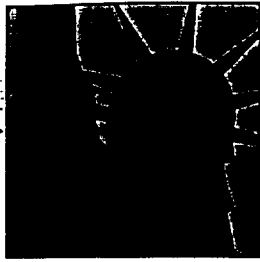
- Assess its critical data needs.
- Recognize the importance of immigration data.
- Establish a Management Information System that produces high quality, timely, and comprehensive information on the immigration process.
- Maintain management accountability standards for data collection.
- Anticipate changes in the immigration environment

Objective:

Develop the capability to anticipate trends, potential crises, and changes in the immigration environment.

INS Will:

- Support policy formulation through an established analytic capability.
- Maintain contingency plans to rapidly respond to unanticipated crises.



Issue: **Application of Technology**

Goal:

INS will use ADP and other emerging technologies to support efficient, effective, integrated operations and management.

Objective:

Implement ADP and other technologies based on an organizational discipline that recognizes the need for integrated operations and full, timely, and cost-effective delivery.

INS Will:

- Fully deploy the technology infrastructure to all INS offices.
- Implement an agency "information system" (databases and appropriate application systems) on the deployed technology infrastructure, based on user requirements.
- Provide adequate technical and user support for ongoing operation, maintenance, and administration of the technology infrastructure and the information systems before, during, and after implementation.
- Implement consistent and user-friendly interfaces, develop automated training tools, and provide appropriate initial and refresher training throughout the Service to ensure effective use of the systems and equipment.

Objective:

Implement an open, user-friendly, single-access systems architecture which is responsive to all customer requirements.

INS Will:

- Maintain an effective information systems planning process that incorporates and supports long- and short-term INS mission goals and objectives, prepares the agency for responding quickly to opportunities, articulates clear priorities, and provides input for decision-making.
- Maintain a decision process that results in an agency commitment to established priorities in the area of technology.
- Base budget formulation and execution/operating plans on agency priorities as articulated in INS strategic and tactical plans.

Objective:

Systematically explore, develop, and integrate new technology into computer systems architecture and technology infrastructure, both independently and in cooperation with other entities.

INS Will:

- Develop methodologies for testing, evaluating, and incorporating new technologies into Service operations based on specific requirements, and incorporate them into agency plans.
- Establish a technology laboratory for testing and evaluating new technology, including interfaces and capability of integration with other automation, prior to installation in INS offices.
- Continually evaluate current operations to identify areas requiring technology, and to provide requirements to the technology laboratory for identification of appropriate solutions.
- Identify and use opportunities to collaborate with users of similar technology applications in other agencies